Second Regular Session Seventy-fourth General Assembly STATE OF COLORADO

PREAMENDED

This Unofficial Version Includes Committee Amendments Not Yet Adopted on Second Reading

LLS NO. 24-0168.04 Alison Killen x4350

HOUSE BILL 24-1147

HOUSE SPONSORSHIP

Joseph and Titone, Bacon, Brown, Clifford, Garcia, Hernandez, Kipp, Lindsay, Lindstedt, Mabrey, Marvin, Rutinel, Velasco, Willford

SENATE SPONSORSHIP

Hansen and Buckner,

House Committees

Senate Committees

State, Civic, Military, & Veterans Affairs

	A BILL FOR AN ACT
101	CONCERNING THE USE OF A DEEPFAKE IN A COMMUNICATION RELATED
102	TO A CANDIDATE FOR ELECTIVE OFFICE, AND, IN CONNECTION
103	THEREWITH, REQUIRING DISCLOSURE, PROVIDING FOR
104	ENFORCEMENT, AND CREATING A PRIVATE CAUSE OF ACTION
105	FOR CANDIDATES.

Bill Summary

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at http://leg.colorado.gov.)

The bill creates a statutory scheme to regulate the use of deepfakes produced using generative artificial intelligence (AI) in communications

about candidates for elective office. Sections 1 and 2 of the bill expand the existing authority of an administrative hearing officer under the "Fair Campaign Practices Act" (act) to impose civil penalties for distribution of a communication that includes a deepfake related to a candidate for elective office in violation of the provisions of section 3.

Section 3 prohibits the distribution of a communication that includes an undisclosed deepfake with actual malice as to the deceptiveness or falsity of the communication related to a candidate for public office. Section 3 also defines "AI", "deepfake", and the requirements for a clear, conspicuous, and understandable disclosure statement regarding a deepfake that are necessary to avoid a violation of the new prohibition. In addition to meeting the specific statutory requirements for a clear and conspicuous disclosure statement, the disclosure statement must be included in the communication's metadata and, to the extent technically feasible, must be permanent or unable to be easily removed by subsequent users. The disclosure statement must also conform to any subsequent requirements established by the secretary of state through rulemaking.

Any person who believes there has been a violation of the statutory or regulatory requirements for disclosure of the use of a deepfake in a communication concerning a candidate for elective office may file a complaint with the office of the secretary of state (secretary). The secretary shall hear such complaints in accordance with the secretary's existing complaint and administrative hearing procedures under the act, and punish such complaints in accordance with **sections 1 and 2.**

Additionally, a candidate who is the subject of a communication that includes a deepfake and does not comply with the disclosure requirements may bring a civil action for injunction or for general or special damages or both. In either type of action, the plaintiff-candidate must prove the defendant's actual malice as to the falsity or deceptiveness of the communication that includes the deepfake by clear and convincing evidence, consistent with established case law principles related to the right of free speech.

Be it enacted by the General Assembly of the State of Colorado:

2 SECTION 1. In Colorado Revised Statutes, 1-45-111.5, add

(1.5)(c.5) as follows:

1

4 1-45-111.5. Duties of the secretary of state - enforcement -

5 sanctions - definitions. (1.5) (c.5) IN ADDITION TO AND WITHOUT

6 PREJUDICE TO ANY OTHER PENALTY AUTHORIZED UNDER THIS ARTICLE 45,

-2- 1147

1	A HEARING OFFICER SHALL IMPOSE A CIVIL PENALTY AS FOLLOWS:
2	(I) AT LEAST ONE HUNDRED DOLLARS FOR EACH VIOLATION THAT
3	IS A FAILURE TO INCLUDE A DISCLOSURE STATEMENT IN ACCORDANCE
4	WITH SECTION 1-46-103 (2), IF THE VIOLATION DOES NOT INVOLVE ANY
5	PAID ADVERTISING OR OTHER SPENDING TO PROMOTE OR ATTRACT
6	ATTENTION TO A COMMUNICATION PROHIBITED BY SECTION $1-46-103(1)$,
7	OR SUCH OTHER HIGHER AMOUNT THAT, BASED ON THE DEGREE OF
8	DISTRIBUTION AND PUBLIC EXPOSURE TO THE UNLAWFUL
9	COMMUNICATION, THE HEARING OFFICER DEEMS APPROPRIATE TO DETER
10	FUTURE VIOLATIONS OF SECTION 1-46-103; AND
11	(II) AT LEAST TEN PERCENT OF THE AMOUNT PAID OR SPENT TO
12	ADVERTISE, PROMOTE, OR ATTRACT ATTENTION TO A COMMUNICATION
13	PROHIBITED BY SECTION 1-46-103 (1) THAT DOES NOT INCLUDE A
14	DISCLOSURE STATEMENT IN ACCORDANCE WITH SECTION 1-46-103 (2), OR
15	SUCH OTHER HIGHER AMOUNT THAT, BASED ON THE DEGREE OF
16	DISTRIBUTION AND PUBLIC EXPOSURE TO THE UNLAWFUL
17	COMMUNICATION, THE HEARING OFFICER DEEMS APPROPRIATE TO DETER
18	FUTURE VIOLATIONS OF SECTION 1-46-103.
19	SECTION 2. In Colorado Revised Statutes, 1-45-111.7, amend
20	(2)(a) as follows:
21	1-45-111.7. Campaign finance complaints - initial review -
22	curing violations - investigation and enforcement - hearings -
23	advisory opinions - document review - collection of debts resulting
24	from campaign finance penalties - definitions. (2) Filing complaints.
25	(a) Any person who believes that a violation has occurred of article
26	XXVIII, this article 45, ARTICLE 46 OF THIS TITLE 1, or the rules may file
27	a complaint with the secretary.

-3-

1	SECTION 3. In Colorado Revised Statutes, add article 46 to title
2	1 as follows:
3	ARTICLE 46
4	Failure To Disclose A Deepfake In A Communication Concerning
5	A Candidate For Elective Office
6	1-46-101. Legislative declaration. (1) THE GENERAL ASSEMBLY
7	FINDS AND DECLARES THAT:
8	(a) THE REVOLUTIONARY INNOVATIONS IN GENERATIVE ARTIFICIAL
9	INTELLIGENCE SYSTEMS CAPABLE OF PRODUCING IMAGE, AUDIO, VIDEO,
10	AND MULTIMEDIA CONTENT (AI-GENERATED CONTENT) POSE A THREAT TO
11	FREE AND FAIR ELECTIONS IN THE STATE;
12	(b) AI-GENERATED CONTENT MAY BE USED TO CREATE DEEPFAKES
13	THAT FALSELY DEPICT A CANDIDATE'S SPEECH OR ACTION IN ORDER TO
14	SPREAD MISINFORMATION AND DISINFORMATION AT SCALE AND WITH
15	UNPRECEDENTED SPEED;
16	(c) Free and fair elections require transparency and
17	ACCOUNTABILITY INCLUDING WITH REGARDS TO WHETHER THE CONTENT
18	OF A COMMUNICATION CONCERNING A CANDIDATE FOR ELECTIVE OFFICE
19	REFLECTS REALITY OR CONTAINS A DEEPFAKE PRODUCED USING
20	GENERATIVE AI;
21	(d) REQUIRING THAT CERTAIN DISCLOSURES BE MADE IN A
22	COMMUNICATION CONCERNING A CANDIDATE FOR ELECTIVE OFFICE THAT
23	INCLUDES A DEEPFAKE, AND PROVIDING MEANS OF ENFORCING THOSE
24	REQUIREMENTS, IS CRITICAL TO ENSURE THAT THE VOTERS OF COLORADO
25	CAN MAKE TRULY INFORMED VOTING DECISIONS, GIVING DUE WEIGHT TO
26	EACH SOURCE OF INFORMATION INCLUDING THAT WHICH THEY KNOW TO
27	BE A DEEPFAKE;

-4- 1147

1	(e) A DEEPFAKE IS ANALOGOUS TO A PERSON BEING FORCED TO
2	SAY SOMETHING IN A VIDEO RECORDED UNDER DURESS, WHERE THE VICTIM
3	APPEARS TO SAY SOMETHING THEY WOULD NOT NORMALLY SAY, ONE
4	THROUGH FORCE AND THE OTHER THROUGH DEEPFAKE TECHNOLOGY. A
5	VOTER'S OPINION OF A CANDIDATE MAY BE IRREPARABLY TAINTED BY A
6	FABRICATED REPRESENTATION OF A CANDIDATE OR ELECTED OFFICIAL
7	SAYING OR DOING SOMETHING THEY WOULD NEVER, IN REALITY, SAY OR
8	DO. THESE FALSE, NEGATIVE PORTRAYALS MAY EXIST INDEFINITELY ONCE
9	POSTED ON THE INTERNET AND PERMANENTLY DAMAGE A CANDIDATE OR
10	ELECTED OFFICIAL'S REPUTATION AND EVEN PUT THEIR SAFETY AT RISK.
11	(f) THESE TACTICS COULD GIVE RISE TO VOTER CONFUSION AND
12	DEGRADE CONFIDENCE IN THE ELECTORAL PROCESS. ACCORDINGLY, THE
13	STATE MUST CONTINUE TO WORK HARD TO LIMIT THE THREATS AND
14	IMPACTS OF DEEPFAKES ON VOTERS. THIS LEGISLATION IS A SMALL STEP
15	TOWARDS SOLVING A LARGER PROBLEM OF THE PROLIFERATION OF
16	GENERATIVE ARTIFICIAL INTELLIGENCE IN OUR ELECTIONS AND BEYOND.
17	1-46-102. Definitions. As used in this article 46, unless the
18	CONTEXT OTHERWISE REQUIRES:
19	(1) (a) "AI-GENERATED CONTENT" MEANS IMAGE, VIDEO, AUDIO,
20	MULTIMEDIA, OR TEXT CONTENT THAT IS SUBSTANTIALLY CREATED OR
21	MODIFIED BY GENERATIVE ARTIFICIAL INTELLIGENCE SUCH THAT THE USE
22	OF GENERATIVE ARTIFICIAL INTELLIGENCE ALTERS THE MEANING OR
23	SIGNIFICANCE THAT A REASONABLE PERSON WOULD TAKE AWAY FROM THE
24	CONTENT.
25	(b) "AI-generated content" does not include image, video,
26	AUDIO, MULTIMEDIA, OR TEXT CONTENT THAT IS MINIMALLY EDITED,
27	ADJUSTED, OR ENHANCED BY GENERATIVE ARTIFICIAL INTELLIGENCE SUCH

-5-

2	MATERIALLY ALTER THE MEANING OR SIGNIFICANCE THAT A REASONABLE
3	PERSON WOULD TAKE AWAY FROM THE CONTENT.
4	(2) (a) "CANDIDATE" HAS THE SAME MEANING AS SET FORTH IN
5	SECTION 2 (2) OF ARTICLE XXVIII OF THE STATE CONSTITUTION; EXCEPT
6	THAT, "CANDIDATE" ALSO INCLUDES ANY PERSON WHO SEEKS NOMINATION
7	OR ELECTION TO ANY FEDERAL PUBLIC OFFICE IN THIS STATE.
8	(b) For purposes of this article 46, "candidate" also
9	INCLUDES AN INCUMBENT OR CURRENT OFFICE HOLDER.
10	(3) "DEEPFAKE" MEANS AN IMAGE, VIDEO, AUDIO, OR MULTIMEDIA
11	AI-GENERATED CONTENT THAT FALSELY APPEARS TO BE AUTHENTIC OR
12	TRUTHFUL AND WHICH FEATURES A DEPICTION OF AN INDIVIDUAL
13	APPEARING TO SAY OR DO SOMETHING THE INDIVIDUAL DID NOT SAY OR DO
14	WITHOUT THE PERSON'S CONSENT.
15	(4) "GENERATIVE ARTIFICIAL INTELLIGENCE" OR "GENERATIVE AI"
16	MEANS AN ARTIFICIAL INTELLIGENCE SYSTEM CAPABLE OF GENERATING
17	NOVEL IMAGE, VIDEO, AUDIO, MULTIMEDIA, OR TEXT CONTENT BASED ON
18	PROMPTS OR OTHER FORMS OF DATA PROVIDED BY A PERSON.
19	(5) "METADATA" MEANS STRUCTURAL OR DESCRIPTIVE
20	INFORMATION ABOUT DATA SUCH AS CONTENT, FORMAT, SOURCE, RIGHTS,
21	ACCURACY, PROVENANCE, PERIODICITY, GRANULARITY, PUBLISHER OR
22	RESPONSIBLE PARTY, CONTACT INFORMATION, METHOD OF COLLECTION,
23	AND OTHER DESCRIPTIONS.
24	(6) "Office" means the office of the secretary of state, or
25	THE SECTION OR DIVISION OF THE OFFICE OF THE SECRETARY OF STATE
26	ADMINISTERING THE ELECTION LAWS OF THIS STATE PURSUANT TO SECTION
27	1-1-107 (4).

THAT THE USE OF GENERATIVE ARTIFICIAL INTELLIGENCE DOES NOT

-6- 1147

1	(7) "PERSON" HAS THE SAME MEANING AS SET FORTH IN SECTION
2	1-13-109 (3).
3	1-46-103. Use of deepfakes in a communication concerning a
4	candidate for elective office - disclosure requirements - limitations -
5	rules. (1) EXCEPT AS PROVIDED IN SUBSECTIONS (2) AND (3) OF THIS
6	SECTION, NO PERSON SHALL DISTRIBUTE, DISSEMINATE, PUBLISH,
7	BROADCAST, TRANSMIT, OR DISPLAY A COMMUNICATION CONCERNING A
8	CANDIDATE FOR ELECTIVE OFFICE THAT INCLUDES A DEEPFAKE WITH
9	ACTUAL MALICE AS TO THE FALSITY OR DECEPTIVENESS OF THE
10	COMMUNICATION.
11	(2) (a) The prohibition in subsection (1) of this section does
12	NOT APPLY TO A COMMUNICATION THAT INCLUDES A DISCLOSURE STATING,
13	IN A CLEAR AND CONSPICUOUS MANNER, THAT: "THIS
14	(IMAGE/AUDIO/VIDEO/MULTIMEDIA) HAS BEEN EDITED AND DEPICTS
15	SPEECH OR CONDUCT THAT FALSELY APPEARS TO BE AUTHENTIC OR
16	TRUTHFUL."
17	(b) A DISCLOSURE REQUIRED UNDER THIS SECTION IS CONSIDERED
18	TO BE MADE IN A CLEAR AND CONSPICUOUS MANNER IF THE DISCLOSURE
19	MEETS THE FOLLOWING REQUIREMENTS:
20	(I) IN A VISUAL COMMUNICATION, THE TEXT OF THE DISCLOSURE
21	STATEMENT APPEARS IN A FONT SIZE NO SMALLER THAN THE LARGEST
22	FONT SIZE OF OTHER TEXT APPEARING IN THE VISUAL COMMUNICATION. IF
23	THE VISUAL COMMUNICATION DOES NOT INCLUDE ANY OTHER TEXT, THE
24	DISCLOSURE STATEMENT APPEARS IN A FONT SIZE THAT IS EASILY
25	READABLE BY THE AVERAGE VIEWER.
26	(II) IN AN AUDIO COMMUNICATION, THE DISCLOSURE STATEMENT
27	SHALL BE READ IN A CLEARLY SPOKEN MANNER IN THE SAME PITCH,

-7- 1147

1	SPEED, LANGUAGE, AND VOLUME AS THE MAJORITY OF THE AUDIO
2	COMMUNICATION, AT THE BEGINNING OF THE AUDIO COMMUNICATION, AT
3	THE END OF THE AUDIO COMMUNICATION, AND, IF THE AUDIO
4	COMMUNICATION IS GREATER THAN TWO MINUTES IN LENGTH,
5	INTERSPERSED WITHIN THE AUDIO COMMUNICATION AT INTERVALS OF NOT
6	MORE THAN ONE MINUTE EACH;
7	
8	(III) THE METADATA OF THE COMMUNICATION INCLUDES THE
9	DISCLOSURE STATEMENT, THE IDENTITY OF THE TOOL USED TO CREATE THE
10	DEEPFAKE, AND THE DATE AND TIME THE DEEPFAKE WAS CREATED;
11	(IV) THE DISCLOSURE STATEMENT IN THE COMMUNICATION,
12	INCLUDING THE DISCLOSURE STATEMENT IN ANY METADATA, IS, TO THE
13	EXTENT TECHNICALLY FEASIBLE, PERMANENT OR UNABLE TO BE EASILY
14	REMOVED BY A SUBSEQUENT USER;
15	(V) THE COMMUNICATION COMPLIES WITH ANY ADDITIONAL
16	REQUIREMENTS FOR THE DISCLOSURE STATEMENT THAT THE SECRETARY
17	OF STATE MAY ADOPT BY RULE TO ENSURE THAT THE DISCLOSURE
18	STATEMENT IS PRESENTED IN A CLEAR AND CONSPICUOUS AND
19	UNDERSTANDABLE MANNER; AND
20	(VI) IN A BROADCAST OR ONLINE VISUAL OR AUDIO
21	COMMUNICATION THAT INCLUDES A STATEMENT REQUIRED BY
22	SUBSECTION (2) OF THIS SECTION, THE STATEMENT SATISFIES ALL
23	APPLICABLE REQUIREMENTS, IF ANY, PROMULGATED BY THE FEDERAL
24	COMMUNICATIONS COMMISSION FOR SIZE, DURATION, AND PLACEMENT.
25	(3) This section is subject to the following limitations:
26	(a) This section does not alter or negate any rights,
27	OBLIGATIONS, OR IMMUNITIES OF AN INTERACTIVE SERVICE PROVIDER IN

-8-

1	ACCORDANCE WITH 47 U.S.C. SEC. 230, AS AMENDED, AND SHALL
2	OTHERWISE BE CONSTRUED IN A MANNER CONSISTENT WITH FEDERAL LAW;

- (b) This section does not apply to a radio or television broadcasting station, including a cable or satellite television operator, programmer, or producer that broadcasts a communication that includes a deepfake prohibited by subsection (1) of this section as part of a bona fide newscast, news interview, news documentary, or on-the-spot coverage of a bona fide news event, if the broadcast or publication clearly acknowledges through content or a disclosure, in a manner that can be easily heard and understood or read by the average listener or viewer, that there are questions about the authenticity of the deepfake in the communication;
- (c) This section does not apply to a radio or television broadcasting station, including a cable or satellite television operator, programmer, or producer, when the station is paid to broadcast a communication that includes a deepfake;
- (d) This section does not apply to an internet website, or a regularly published newspaper, magazine, or other periodical of general circulation, including an internet or electronic publication, that routinely carries news and commentary of general interest and that publishes a communication that includes a deepfake prohibited by subsection (1) of this section, if the publication clearly states that the communication that includes the deepfake does not accurately represent a candidate for elective office; and
 - (e) This section does not apply to media content that

-9-

2	SUBSTANTIALLY DEPENDENT ON THE ABILITY OF AN INDIVIDUAL TO
3	PHYSICALLY OR VERBALLY IMPERSONATE THE CANDIDATE AND NOT UPON
4	GENERATIVE AI OR OTHER TECHNICAL MEANS.
5	(4) THE SECRETARY OF STATE SHALL PROMULGATE SUCH RULES,
6	IN ACCORDANCE WITH ARTICLE 4 OF TITLE 24, AS MAY BE NECESSARY TO
7	ADMINISTER AND ENFORCE ANY PROVISION OF THIS ARTICLE 46.
8	1-46-104. Enforcement - administrative hearing. ANY PERSON
9	WHO BELIEVES THAT A VIOLATION OF SECTION 1-46-103, OR THE
10	SECRETARY OF STATE'S RULES CONCERNING THE USE OF A DEEPFAKE IN A
11	COMMUNICATION CONCERNING A CANDIDATE FOR ELECTIVE OFFICE, HAS
12	OCCURRED MAY FILE A WRITTEN COMPLAINT WITH THE OFFICE IN
13	ACCORDANCE WITH SECTION 1-45-111.7 (2). SUCH COMPLAINT SHALL BE
14	REVIEWED AND ADJUDICATED IN ACCORDANCE WITH SECTION 1-45-111.7
15	AND THE SECRETARY OF STATE'S RULES FOR COMPLAINTS AND
16	ADMINISTRATIVE HEARINGS PURSUANT TO ARTICLE 45 OF THIS TITLE 1.
17	1-46-105. Civil action - injunctive relief - damages. (1) A
18	CANDIDATE WHOSE APPEARANCE, ACTION, OR SPEECH IS DEPICTED IN A
19	DEEPFAKE THAT IS INCLUDED IN A COMMUNICATION DISTRIBUTED IN
20	VIOLATION OF SECTION 1-46-103 MAY:
21	(a) SEEK INJUNCTIVE OR OTHER EQUITABLE RELIEF PROHIBITING
22	THE DISTRIBUTION, DISSEMINATION, PUBLICATION, BROADCAST,
23	TRANSMISSION, OR DISPLAY OF THE COMMUNICATION, AND PREVENTING
24	THE DEFENDANT FROM OTHERWISE FURTHER VIOLATING THIS ARTICLE 46;
25	(b) Bring an action for compensatory and punitive
26	DAMAGES AGAINST THE PERSON THAT DISTRIBUTED, DISSEMINATED,
27	PUBLISHED, BROADCAST, TRANSMITTED, OR DISPLAYED THE

CONSTITUTES SATIRE OR PARODY OR THE PRODUCTION OF WHICH IS

1

-10-

1	COMMUNICATION;
2	(c) SEEK REASONABLE ATTORNEY FEES, FILING FEES, AND COSTS
3	OF ACTION; AND
4	(d) SEEK ANY OTHER JUST AND APPROPRIATE RELIEF NECESSARY
5	TO ENFORCE THIS ARTICLE 46 AND REMEDY THE HARM CAUSED BY THE
6	VIOLATION OF SECTION 1-46-103.
7	(2) AN ACTION COMMENCED PURSUANT TO SUBSECTION (1)(a) OF
8	THIS SECTION MUST BE HEARD BY THE DISTRICT COURT AT THE EARLIEST
9	PRACTICAL TIME.
10	(3) AN ACTION COMMENCED PURSUANT TO SUBSECTION (1)(a) OR
11	(1)(b) OF THIS SECTION DOES NOT LIMIT OR PRECLUDE A PLAINTIFF FROM
12	SECURING OR RECOVERING ANY OTHER AVAILABLE REMEDY, OR FROM
13	SEEKING TO INSTITUTE A CRIMINAL ACTION AGAINST THE DEFENDANT.
14	(4) IN ANY CIVIL ACTION ALLEGING A VIOLATION OF SECTION
15	1-46-103, THE PLAINTIFF BEARS THE BURDEN OF ESTABLISHING THE
16	VIOLATION BY CLEAR AND CONVINCING EVIDENCE.
17	1-46-106. Limitation. (1) Nothing in this article 46 limits or
18	IMPAIRS IN ANY WAY THE RIGHT OF THE ATTORNEY GENERAL, OR ANY
19	PERSON OR ENTITY, TO PURSUE A LEGAL ACTION AGAINST A PERSON IN
20	CONNECTION WITH A DEEPFAKE PURSUANT TO ANY OTHER LAW, CAUSE OF
21	ACTION, TORT THEORY, OR OTHER AUTHORITY.
22	(2) Nothing in this article 46, exempts a person who
23	KNOWINGLY OR RECKLESSLY DISTRIBUTES, DISSEMINATES, PUBLISHES,
24	BROADCASTS, TRANSMITS, OR DISPLAYS A COMMUNICATION CONCERNING
25	A CANDIDATE FOR ELECTIVE OFFICE THAT INCLUDES A FALSE STATEMENT
26	THROUGH A DEEPFAKE FROM CRIMINAL LIABILITY IN ACCORDANCE WITH
27	SECTION 1-13-109, OR ANY OTHER APPLICABLE PROVISION OF LAW.

-11- 1147

1	SECTION 4. Effective date - applicability. This act takes effect
2	July 1, 2024, and applies to communications distributed on or after said
3	date.
4	SECTION 5. Safety clause. The general assembly finds,
5	determines, and declares that this act is necessary for the immediate
6	preservation of the public peace, health, or safety or for appropriations for
7	the support and maintenance of the departments of the state and state
8	institutions.

-12- 1147